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BIENNIAL REPORT

OF

FRANK L. HOUX
SECRETARY OF STATE
WYOMING



October 1, 1916—September 30, 1918

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THE STATE OF WYOMING
Office of the
SECRETARY OF STATE

Cheyenne, Wyoming, October 19, 1918.

To His Excellency,

Frank L. Houx,

Acting Governor of Wyoming.

SIR:

I have the honor to submit the following report of the business of my office for the two years from October 1, 1916 to September 30, 1918.

CORPORATIONS

The outstanding fact of particular interest in the routine work of the office is the immense increase in the incorporation business during the first fifteen months of the biennium, with the consequent increase in the amount of the fees received. In former years, a total of \$20,000 in fees for a year was above the average; yet in one month, October, 1917, the fees amounted to \$23,824.15. The fees for the first year of the period amounted to \$82,877.30, and for the second year to \$88,903.20, making a total of \$171,780.50 for the two years. In the same time the amount received for the registration of motor vehicles was \$136,179.50, and the grand total of the receipts of the office for the two years was \$307,960.00.

This high record was made in spite of the fact that no liquor licenses for dining and buffet cars were issued, although in 1913-1914 the state received \$5,050, and in 1915-1916, \$3,900 from this service.

Not all the fees received were paid voluntarily. Numerous foreign corporations advertised holdings and operations in Wyoming before they attempted to qualify to do business in this state. Pointed reminders of the requirements of our laws were sent to such corporations, and in case of apparently wilful evasion of the law, the penalty of \$5.00 per day for the time during which they had been operating in this state without authority was added to the fees to be paid. Some large foreign corporations increased their capital stock and neglected to file copies of their amendments until requested so to do by this office or the Attorney General.

The number of new corporations formed in a month reached the high record of ninety-four in October, 1917,

during which month sixteen foreign corporations qualified to do business in Wyoming. Of these corporations, sixty-one of the domestic and thirteen of the foreign were oil companies.

The total number of corporation papers filed in this office in the year from October 1, 1916 to September 30, 1917, was 2,172, and in the year October 1, 1917 to September 30, 1918, was 2,461. The total for the biennial period was 5,633, while for preceding biennial periods the numbers were as follows: 1911-12, 2,265; 1913-14, 1,874; 1915-16, 1,787.

The following tables give in brief the number of domestic corporations of various kinds incorporated, the number of foreign corporations qualifying to do business in Wyoming, and the amount of the authorized capital stock:

OCTOBER 1, 1916-SEPTEMBER 30, 1917

Kind	Domestic		Foreign	
	No.	Capital Stock	No.	Capital Stock
Churches, etc. -----	13	None		
Oil -----	324	\$240,899,100	67	\$46,648,600
Mining -----	34	9,761,000	2	200,000
Land, Live Stock & Irrigation -----	45	3,401,000	2	100,000
Manuf'g & Mercantile -----	140	10,229,000	22	18,493,000
Banks & Investment -----	23	2,760,000	6	1,125,000
Miscellaneous -----	5	120,000		
Total -----	584	\$267,170,100	103	\$68,396,600

OCTOBER 1, 1917-SEPTEMBER 30, 1918

Churches, etc. -----	20	None		
Oil -----	291	\$184,526,500	66	\$51,417,100
Mining -----	28	8,155,000	5	1,500,000
Land, Live Stock & Irr. -----	43	12,570,000	2	200,000
Manuf'g & Merc. -----	163	13,904,600	22	7,970,000
Banks & Investment -----	19	1,060,000	3	1,150,000
Miscellaneous -----	1	3,376,500		
Total -----	565	\$223,592,600	98	\$62,237,100

The totals for four biennial periods are as follows:

	Domestic		Foreign	
	No.	Capital Stock	No.	Capital Stock
1911-12 -----	546	\$181,230,180.60	62	\$ 98,406,000
1913-14 -----	476	101,737,200.00	71	168,492,000
1915-16 -----	429	74,870,700.00	92	91,427,600
1917-18 -----	1,149	490,762,700.00	201	130,633,700

Changes in the amount of authorized capital stock were made by many corporations in the past two years, some increasing to meet growing needs, and others, over-capitalized, decreasing, perhaps to escape heavy capitalization taxes in other states. The following table gives the net increase in the authorized capital stock of the various classes of corporations during the biennial period:

	<i>Domestic</i>	<i>Foreign</i>
Oil -----	\$23,934,000	\$59,925,000
Mining -----	9,250,000*	300,000
Land, Live Stock & Irrigation----	2,110,380	150,000
Manufacturing & Mercantile----	2,772,600	300,000
Banks & Investment-----	368,000	-----
Total net increase-----	\$19,934,980	\$60,675,000

*Decrease.

During the biennium a rather large number of corporations were dissolved voluntarily, or forfeited their corporate franchises on account of failure to file certain required papers in this office. The total numbers of such defunct corporations are as follows:

Oil -----	34
Mining -----	1
Land, Live Stock and Irrigation-----	16
Manufacturing and Mercantile-----	45
Bank -----	1
Churches, etc. -----	2
Total -----	99

Combining the last two tables with the totals for the biennial period, we have as the net increase in the number of corporations and authorized capital stock the following:

	<i>Domestic</i>		<i>Foreign</i>	
	No. Corp'ns	Capital Stock	No. Corp'ns	Capital Stock
1917-18	1,050	\$510,697,680	201	\$191,308,700

The following table gives the number of oil companies, and of all classes of corporations incorporated in each month of the biennium and the total authorized capital stock:

1916-1917

OIL COMPANIES				ALL CLASSES			
	No.	Capital Stock		No.	Capital Stock		
October -----	7	\$ 4,110,000		22	\$ 5,406,000		
November -----	14	4,526,000		29	6,661,000		
December -----	15	6,655,000		31	8,805,000		
January -----	18	10,990,000		44	14,420,000		
February -----	15	11,225,000		38	12,360,000		
March -----	26	16,535,000		59	18,108,000		
April -----	55	44,645,000		79	46,411,000		
May -----	38	57,495,000		63	60,860,000		
June -----	49	22,205,000		71	25,411,000		
July -----	15	9,083,100		39	12,798,100		
August -----	32	20,215,000		52	22,912,500		
September -----	40	33,215,000		57	33,767,500		
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Total -----	324	\$240,899,100		584	\$267,170,100		

1917-1918

October -----	61	\$ 59,677,000		94	\$ 62,521,000		
November -----	63	42,806,500		92	50,627,500		
December -----	32	17,300,000		54	23,519,000		
January -----	26	11,410,000		49	13,603,000		
February -----	25	13,868,000		45	14,546,000		
March -----	21	8,320,000		53	13,233,500		
April -----	23	12,720,000		40	13,790,000		
May -----	12	10,740,000		43	14,149,000		
June -----	8	2,790,000		21	7,561,600		
July -----	10	2,190,000		31	3,995,000		
August -----	6	1,430,000		31	4,377,000		
September -----	4	1,275,000		12	1,670,000		
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Total -----	291	\$184,526,500		565	\$223,592,600		

It will be noted that the effect of our participation in the world war was progressively felt by the oil operators and by corporations in general. The tremendous demand for oil with the consequent high prices, and the comparatively favorable money markets, made easy work for the oil promoter. Securing leases upon promising but untested domes, or upon the outskirts of proven fields, and conducting an advertising campaign upon a most extensive and expensive scale, the shrewd promoter made gambling in oil the popular thing. Every town had its stock exchange or at least a broker. Stock of a par value of millions of dollars was sold,

a large percentage of the proceeds going into the coffers of the promoter and the associated brokers, and a small percentage into the more or less desultory efforts to discover oil. From the revelations made by certain official and semi-official investigations, it now appears, as has often been case elsewhere, that the more extravagant the advertising campaign, the less merit the company possessed, and the higher were the profits of the brokers handling the stock.

The gradual re-organization of business to serve the one great national purpose of the successful prosecution of the war, and the diversion of money through liberty loans and high taxes for that purpose, made the floating of stock for the promiscuous exploitation of Wyoming oil fields increasingly difficult. Prices of stock dropped ten to one hundred per cent of the high record levels, stock exchanges closed their doors, and the boom was at an end. Many of the corporations organized in the height of the excitement have ceased to exist. The few that had really valuable assets are doing actual development work, becoming producers, or have joined forces with older and stronger companies. The Capital Issues Committee, created by the act of Congress called the War Finance Corporation Act, now has general supervision of the issue of securities in excess of \$100,000.00, and in the last three months of the biennial period few corporations of any kind having a capital stock in excess of that amount have been organized in Wyoming.

CORPORATION LAWS.

All this experience emphasizes anew the weakness of our corporation laws and the urgent need of a blue sky law. We invite and encourage the unscrupulous promoter to take advantage of our laws, protect him in his nefarious operations, relieve him of personal liability for the acts he has done under cover of his corporation, and then let the Secretary of State apologize to the gullible purchasers of valueless stock for the inability of any state officer to proceed against the rascal who has kept within the letter of the law.

As I have recommended in my previous reports, the corporation law should be sufficiently elastic to enable the ordinary business man to take advantage of its provisions, to secure the protection and enjoy the benefits of this form of business organization, and at the same time sufficiently stringent to place a check upon the attempts of the conscienceless promoter to hide his base schemes from an unsus-

pecting public. Some suggested improvements in our laws are as follows:

1. Our law should require a bona fide subscription and payment for a fixed per cent or a fixed amount of the capital stock before the company is permitted to engage in its business.

2. If property is accepted in payment for capital stock, a sworn description of the property, and a statement of its value by disinterested appraisers, should be filed with the corporation papers in this office. The Utah laws have long had a similar requirement.

3. An actual organization of the company within the first year of its existence, with an election of directors by bona fide stockholders, should be required.

4. Of special importance is a requirement for annual reports, of such nature as to show that the corporation is maintaining its organization in good faith, has complied with the laws in regard to the filing of required papers, and has as agent for service an actual resident of the state. A statement of its financial condition is also desirable.

5. A minimum limit of not less than \$1.00 should be fixed for the par value of the stock.

In 1912 the legislature of New York passed an act authorizing the issue of shares of stock without a nominal or par value, and since that time several other states, among them being Maryland, Delaware, and Virginia, have passed similar laws. There is much to be said in favor of the law. A share of stock seldom represents actual property or other assets of its face value. Even if it did represent such value at the time of issue, it rarely retains the value for more than a very brief period; for if the business of the corporation is successful and its property is developed, the shares enhance in value, while if the business is unsuccessful, the shares depreciate. The par value is therefore misleading, and many an innocent purchaser is induced to invest hard earned money in shares of stock because he appears to be getting one dollar's worth of value for fifty cents, or twenty-five cents, or less. If the dollar mark is removed from the stock certificate, it will then stand in its true position, not as property of a fixed value, but simply as an evidence of a right to a proportionate share of the earnings of a going con-

cern and of the corporate assets upon final dissolution. The certificate of stock would then have printed upon it, instead of a fictitious and misleading value, a statement that the owner is entitled to a certain named proportionate interest in the corporation.

Certain corporations with shares of capital stock of a par value of one cent or even one mill have endeavored in their published prospectuses to make it appear that they have taken advantage of the principle of the non-par value law, by fixing a value so low as to be negligible, whereas they are flagrantly abusing that principle, merely to escape the payment of the higher fees and taxes. If, for example, the capital stock of an oil company is fixed at \$5,000, divided into five million shares of a par value of one mill, the capital stock may become full paid by transfer to the company of a lease considered on a liberal estimate to be worth \$5,000, and each share represents only one five-millionth part of the total interest in the lease. The fees and taxes for such a corporation, based on the total authorized capital stock, are in most states the minimum amounts fixed by law.

If the recommendation for a fixed minimum for the par value is adopted, then the fees to be charged to foreign corporations which have a par value below this minimum and which desire to qualify in this state, should be based upon the number of shares instead of the total amount of the capital stock.

Under our present statutes, there appears to be no method by which a foreign corporation organized under a non-par value law can qualify to do business in Wyoming. This condition should be remedied, whether or not a similar law is enacted for Wyoming corporations.

Foreign corporations seem to enjoy certain privileges in this state which are denied to domestic corporations. For example, our constitution limits a Wyoming corporation to one general line of business, while a corporation organized in a state not having such a limitation may engage in any number of distinct lines of business. If such a corporation applies for authority to do business in Wyoming, it should be required to make and file a declaration of intention to pursue one specified line of business in the state.

The fees for foreign corporations should be based upon the proportionate share of the capital stock used and of the gross business done in Wyoming, or the law should at least fix a reasonable maximum amount that may be charged.

While such a law may temporarily reduce the receipts of this office, it would be more equitable than our present statute, and would stand the test of the United States courts.

The requirement for the filing of the certified copy of the law under which the corporation was organized is more burdensome to this office than to any corporation. We have on file several hundred copies of the Corporation Laws of Colorado and scores of duplicates of the laws of other states. A single copy filed in this office would suffice if the requirement seems to have any value. A certificate of the Secretary of State that no changes had been made in the law since the date of the compilation on file could be accepted in lieu of an additional copy. The provision is of doubtful value, however, since the laws of all the states are to be found in the State Library.

BLUE SKY LAW

An adequate Blue Sky Law, the provisions of which will dovetail into the provisions of our revised corporation law, is one of the crying needs of the state. Some thirty of the states now have such laws, and we are in the decreasing minority which permit and passively encourage the sale of securities of doubtful or unknown value. The original Kansas Blue Sky Law was declared unconstitutional, but a new act in harmony with the judicial construction of the constitution was promptly enacted. The Blue Sky Laws of several other states have been passed upon and approved by the United States Supreme Court. This form of regulation is beyond the experimental stage, and it will be possible to find in the many laws in force tested models for a law for Wyoming.

MOTOR VEHICLE REGISTRATION

The following table shows in detail the steady growth of business of the motor vehicle registration department of the office. Up to about July 15th of the present year the rate of increase in the number of cars registered as compared with last year indicated a total registration for the calendar year in excess of 18,000. After that time the limitation on the output of pleasure cars by all manufacturers, due to war conditions, made itself felt, and the number of new registrations dropped decidedly. The total registration for the year will probably not be in excess of 16,500.

AUTOMOBILE REGISTRATION

	1913	1914	1915	1916
COUNTY.	Apr. 15- Dec. 31	Jan. 1- Dec. 31	Jan. 1- Dec. 31	Jan. 1- Dec. 31
Albany -----	108	185	274	426
Big Horn -----	41	73	169	350
Campbell -----	23	42	72	147
Carbon -----	117	187	327	512
Converse -----	53	93	139	228
Crook -----	30	45	62	174
Fremont -----	60	93	201	444
Goshen -----	37	81	139	278
Hot Springs ----	22	53	118	234
Johnson -----	45	69	132	231
Laramie -----	301	405	594	1,033
Lincoln -----	68	107	208	353
Natrona -----	82	144	236	418
Niobrara -----	35	64	89	183
Park -----	79	103	154	314
Platte -----	54	106	168	310
Sheridan -----	251	333	464	732
Sweetwater ----	73	83	171	318
Uinta -----	32	55	92	166
Washakie -----	23	32	66	102
Weston -----	50	75	101	172
Total -----	1,584	2,428	3,976	7,125

MOTOR VEHICLE REGISTRATION

COUNTY.	1917				1918			
	Auto Jan. 1- Dec. 31	Motorcycle Mar. 28- Dec. 31	Dealers Mar. 28- Dec. 31	Amounts Remitted to County Treasurers	Auto Jan. 1- Sept. 30	Motorcycle Jan. 1- Sept. 30	Dealers Jan. 1- Sept. 30	Amounts Remitted to County Treasurers
Albany -----	642	38	5	\$ 2,482.40	733	31	10	\$ 2,966.80
Pig Horn -----	721	10	5	2,578.40	832	8	11	3,282.80
Campbell -----	285	4	5	1,063.20	331	1	3	1,264.80
Carbon -----	697	17	8	2,655.20	829	7	10	3,250.00
Converse -----	460	1	4	1,674.40	725	4	7	2,812.40
Crook -----	300	2	6	1,115.20	389	2	3	1,506.00
Fremont -----	850	7	15	3,191.20	1,034	6	14	4,256.80
Goshen -----	551	7	4	2,001.20	764	2	9	2,992.00
Hot Springs ---	370	4	3	1,335.20	513	3	5	2,000.00
Johnson -----	385	4	2	1,412.00	454	2	5	1,798.00
Laramie -----	1,550	103	7	5,838.40	1,743	81	12	6,912.40
Lincoln -----	665	9	9	2,407.20	847	13	8	3,267.20
Natrona -----	1,144	26	10	3,945.60	1,723	29	16	6,628.80
Niobrara -----	322	1	2	1,162.40	445	1	3	1,704.00
Park -----	517	19	3	1,887.60	644	15	3	2,506.80
Platte -----	601	18	2	2,179.20	741	11	5	2,926.00
Sheridan -----	1,087	55	8	4,085.60	1,376	52	11	5,425.60
Sweetwater ----	515	14	5	1,903.60	656	12	5	2,563.60
Uinta -----	346	6	7	1,252.80	455	5	9	1,767.60
Washakie -----	230	3	1	805.20	236	2	5	1,148.80
Weston -----	286	4	4	1,058.40	330	1	5	1,288.80
Total -----	12,524	352	115	\$46,034.40	15,900	288	159	\$62,269.20

MOTOR VEHICLE LAW

Practically all the recommendations made in my report two years ago were embodied in the law passed by the last legislature, and the law has been found to be satisfactory in most respects. We have endeavored to secure a full and accurate description of all cars registered and our record has been in demand in the identification of cars, and the recovery of stolen vehicles. The important thing now is the rigid enforcement of the law, so that every owner shall be required to register his car and place thereon the two number plates furnished him. The provision in regard to the use of dimmers is an important one, and might be strengthened by the addition of definite specifications such as contained in the new act of New York. Any change in the law is useless, however, unless a constant endeavor is made to enforce it.

The American Association of Secretaries of State has recommended for consideration with a view to uniformity in the state automobile laws a proposed act providing for the registration of the engine numbers of all cars, the card indexing of the registered cars by engine numbers, and penalizing the altering and defacing of such number on any car, and the sale or possession of a car having no engine number or one that has been altered or defaced. The purpose of these rigid requirements is to check the theft of automobiles, which has grown to alarming proportions in the last few years.

The increasing demand for steel for war uses has made the problem of securing number plates a serious one, and it may be necessary to adopt a substitute for the steel plates for a time until the steel market returns to normal conditions. Authority for such substitution should come from the legislature.

The permanent plate, with a small changeable device for each year, is offered as a solution for this difficulty, but it is not a satisfactory solution at present because of the increased amount of steel and the cost for the first year, the doubtful per cent of permanent owners and the increased difficulty in enforcing the registration provision. If every peace officer was as energetic in enforcing the law as are about a half dozen of our sheriffs, very few owners could escape securing a license, whatever form of number plate may be adopted.

ELECTIONS

The number of persons voting at the Primary Election in 1918 was approximately 22,300, or about forty per cent of the number of persons voting at the general election in 1916. The smallness of the number of voters was partly due, no doubt, to the fact that many thousands of our voters are absent from the state in military or other government service; partly also to the fact that the primary election is held at a time when farmers and ranchers can ill afford to leave their work. The principal reason, however, this year as in former years, is the general apathy of the voters in the selection of candidates. In many cases it has been much easier for one man, or a small group of men, to control the choice of candidates under the direct primary law than under the old convention system.

Under our form of government, from the United States as a whole down to the school district, the functions of government are exercised by chosen bodies to whom the people delegate their authority, and it is difficult to persuade any considerable proportion of the people to assume the direct responsibility for acts which are or have been commonly performed by bodies of delegates. Probably the direct primary is a necessity in the more densely populated states, but it is of doubtful service in Wyoming.

If the primary is to be retained, the law should be amended so as to equalize the value of the position of the name in a list of candidates for the same office. One marked instance occurred at the recent primary in which the person whose name was first in a list of several candidates received a large proportion of the votes simply because of the fact that his name was first. A system of rotation, similar to that required on the non-partisan ballot, might remedy this fault.

The numerous inquiries received from other states, newspapers, and various organizations indicate a widespread interest in various classes of acts for the benefit and protection of the men in active military service. One of the frequently mentioned laws is a provision for voting by electors absent from the state on account of such service. While some states already have laws of this kind, it would seem difficult, if not impossible, to draft a practicable act much broader than our present absent voter's law in harmony with the constitutional limitations in Sections 11 and 12, Article VI, requiring the delivery of the ballot on election day to the voter within the polling place by sworn public officials, preserving the secrecy of the ballot and requiring prior registration.

CORRUPT PRACTICES ACT

The corrupt practices act provides a method of advertising by candidates and party committees partly at state expense, by the publication in campaign pamphlets of material furnished by the candidates and committees. Only once since the passage of the act has any use been made of this provision, and that was by the state committee of a single party. Under existing conditions, and with the law as it now stands, there is little likelihood of any call for the pamphlets. The Secretary of State, however, must advertise for bids and make a provisional contract, in order to be able to handle the work if any one should wish to take advantage of the law. Under the conditions publishers do not care to bid and go to the trouble and expense of putting up the required bond, and the money spent for advertising for bids is practically wasted. This part of the corrupt practices act should be repealed, or at least completely recast.

APPROPRIATIONS

In the following tables will be found statements of the amounts expended from the various appropriations for legislative printing and supplies, which are under the supervision of the Secretary of State.

LEGISLATIVE PRINTING

Appropriation	\$7,000.00	
300 copies Expenditures from Con-		
tingent Funds	\$1,299.67	
Bills, Resolutions and Memorials...	2,415.28	
Rules, Report Blanks, Directories...	325.81	
Unexpended Balance	2,959.24	
	<hr/>	<hr/>
	\$7,000.00	\$7,000.00

LEGISLATIVE SUPPLIES

Appropriation		\$4,000.00
Stationery, Receipt Books, etc.....	\$ 302.95	
Bill Binders	90.00	
Postage	579.11	
Paper, Pencils, Ink, Carbon, etc.....	565.84	
Clocks—House and Senate.....	270.00	
Safes—House and Senate.....	246.00	
Cuspidors	75.85	
Messenger	80.00	
Furniture	43.50	
Rental of typewriters.....	128.75	
Laundry, Express, etc.....	15.99	
Unexpended Balance	1,602.01	
	<hr/>	
	\$4,000.00	\$4,000.00

PRINTING THE JOURNALS

Appropriation		\$1,500.00
Printing House Journals.....	\$ 555.25	
Printing Senate Journals.....	555.25	
Unexpended Balance	389.50	
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	\$1,500.00	\$1,500.00

PRINTING THE SESSION LAWS

Appropriation		\$1,500.00
Printing and Binding 1,800 Copies, 100 Advance Sets, Binding 1911- 1913-1915-1917	\$1,456.70	
Unexpended balance	43.30	
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	\$1,500.00	\$1,500.00

PREPARING SESSION LAWS FOR THE PRINTER

Appropriation		\$ 500.00
Clerical Work and Proofreading.....	\$ 463.50	
Unexpended Balance	36.50	
	<hr/>	
	\$ 500.00	\$ 500.00

PRINTING GOVERNOR'S MESSAGE

Appropriation -----	\$ 200.00	
1,000 Copies Governor's Message ---	\$ 51.57	
Unexpended Balance -----	148.43	
	<hr/>	
	\$ 200.00	\$ 200.00

An appropriation of \$5,340.15 was made to cover the bill for carpets and furniture for the two legislative chambers, committee rooms and corridors, which had been purchased and installed before the convening of the legislature.

Attention is called to the item in the first of the above tables, for the printing of the statement of expenditures from contingent funds. The 300 copies required by law were printed at a cost of \$1,299.67, approximately \$4.33 a copy. One copy is furnished to each member of the legislature, to the various state offices in the capitol, and upon request to any other officer, public library, school, or other person or institution interested. Approximately half of the supply remains on hand after such distribution. If the publication of the statement is of sufficient importance to warrant its continuance—and it probably serves a wise purpose in giving publicity to public expenditures—it would be advisable to limit the number of copies to 150.

CONTRACTS FOR 1919

In conformity with statutory provisions, calls for bids for legislative printing and supplies were published in Cheyenne and Sheridan newspapers twice a week for four weeks, and bids were received for one or more of the classes of printing and supplies from the following concerns: Wyoming Labor Journal Company, and Wyoming Book Store Company of Cheyenne; Laramie Republican Company, of Laramie, and Mills Printing Company, of Sheridan. In view of the greatly increased cost of paper, inks, and other materials, and of labor, the bids appeared reasonable, and contracts covering the 1919 session of the legislature were awarded as follows:

For printing the Session Laws and for the stationery and miscellaneous printed forms, to the Mills Printing Company.

For printing the bills, and furnishing miscellaneous supplies, to the Wyoming Labor Journal Company.

For printing the journals, miscellaneous documents and

Expenditures from Contingent Funds, to the Laramie Republican Company.

The prices for all the above are at a considerably higher rate than for similar work and supplies in 1916, and it may not be out of place to make an appeal for strict economy on the part of the members and employees of the legislature. Many of the supplies are of permanent value, and it should not be necessary for the state to purchase such articles for every session. The printing should be held down to the really necessary work, thus giving due consideration to the urgent requests of the federal government to conserve materials and man-power. Under the government regulations, some grades and weights of papers are no longer obtainable, and many of the articles commonly supplied are not to be found in the market. The printers will do their utmost to turn out the required work in the specified time, but hearty co-operation in the form of limited demands, correct copy, and a willingness to accept necessary substitutes, will materially help them.

BILL DRAFTING COMMITTEE

It is with great satisfaction that your attention is called to the excellent results of the work of the legislative drafting committee. In my last report I recommended the establishment of a bill drafting department to assist in drawing up bills for, and to pass upon the bills submitted by, the members of the legislature, and the beginning of such a department was made by the employment of Messrs. W. E. Mullen and C. E. Blydenburgh as assistants to the attorney general to do this kind of work. Some bills introduced and even passed show plainly that they are not the work of the committee. The large number of bills drawn or remodeled by the committee brought the average quality of the bills introduced to a higher standard of excellence of form and content, while the number of measures condemned as unconstitutional, repetitions of existing law, or otherwise undesirable or unnecessary, aided materially in securing the high average, and saved several hundred dollars on the printing bill.

It is hoped that a similar plan, with augmented forces, will be adopted by the legislature at its next session, for it seems certain that the same highly satisfactory results will be obtained. The experience of another session may prove the advisability of the establishment of a regular bill drafting department, to work in conjunction with a legislative

reference bureau established in connection with the state library. Elsewhere in this report I have called attention to the greatly increased prices for printing and supplies, and economy in the number of bills to be printed is greatly to be desired.

REVISION OF STATUTES

There is an increasing need and an increasing demand for a new revision of the Wyoming statutes. Since the Wyoming Compiled Statutes, 1910, was published, four sessions of the legislature have been held, and the fifth session is to convene next January. Many new laws are added by each session, and old laws are amended or repealed specifically or by implication, and it is now a matter of difficulty to determine what the law really is in regard to many subjects.

The last legislature authorized the Secretary of State to purchase 500 additional copies of the Wyoming Compiled Statutes, the publisher's supply being exhausted and the state supply being reduced to a small number. Since it was necessary to set up the book as an entirely new job, advantage was taken of the opportunity thus given to annotate the statutes, indicating the sections specifically amended or repealed and giving references to related laws. A table of the laws amended and repealed, prepared by Mr. Clarence Swainson, of Cheyenne, was included as an appendix in the volume of the 1917 Session Laws. It was hoped that these additions to the Wyoming Compiled Statutes and the 1917 Session Laws would be of some service in determining the existing law. They appeared to be the best substitute for a new revision that could be offered without direct legislative authority, but it is realized that they are an unsatisfactory substitute.

In another part of the report is given a table of the number of volumes of the statutes and session laws on hand. It will be noted that the number of copies of the Session Laws, 1911, separate and bound with other session laws is only 67, a number barely sufficient for the use of the legislature and other departments of the state. No copies have been sold in the last eleven months. There is still a limited demand for these laws, but it is doubtful whether a reprint would be advisable at this time, especially if a revision should be authorized.

The time required for a revision is a matter that should be kept in mind in the consideration of this subject. A new compilation, such as that of 1910, would probably require a

year for preparation and publication, while a revision would take over two years, since the copy would probably have to be submitted to the next session of the legislature for adoption. The failure of the legislative session of 1919 to take action on the matter therefore would mean that a new compilation could not be ready for distribution for at least three more years, and a revision for five more years.

STATUTES AND SESSION LAWS ON HAND

The following table gives the numbers of statutes and session laws on hand September 30, 1918. Of the 559 copies of Wyoming Compiled Statutes, 1910, approximately 300 are for sale under the provisions of Section 70, Chapter 125, Session Laws 1917. Of the remainder, 120 are unused copies bound in buckram, 44 copies are used copies, a few of which are so badly worn as to be unserviceable, and the remainder are new copies bound in sheep.

	Board	Pamphlet
Revised Statutes, 1899_____	9	
Wyoming Compiled Statutes, 1910_____	559	
Session Laws, 1901_____		27
Session Laws, 1903_____	26	
Session Laws, 1905_____	26	
Session Laws, 1907_____	20	
Session Laws, 1909_____	21	
Session Laws, 1911_____	26	
Session Laws, 1913_____	98	287
Session Laws, 1915_____	93	309
Session Laws, 1917_____	157	498
Session Laws, 1911-13-15_____	10	
Session Laws, 1911-13-15-17_____	31	

NOTARIES PUBLIC

An act passed by the legislature in 1917 extends the jurisdiction of a notary public to all counties in the state and requires the Secretary of State to send to every county clerk each month, and every county clerk to enter in a register, the names, addresses, dates of commission and qualification, of all notaries qualifying in the preceding month. Probably not over one per cent of the notaries care to take advantage of the extension of their jurisdiction, and all the extra work of the Secretary of State and the county clerks is done for that one per cent. The amended law in regard to notaries has several points of doubtful meaning. For instance, the

appointee is commissioned as a notary in and for a certain county; if he removes to another county, his commission becomes void, but if he simply visits the other county, he may exercise all the powers of a duly qualified notary.

If it is desirable to retain this state wide extension of jurisdiction—and it probably is advisable to do so—the law should be redrafted in a form similar to that of Oregon or Montana, in which the notary is appointed in and for the state, not a single county, and the burden of recording the commission in the various counties in which he may desire to function is placed upon the notary, not upon the public officers.

PROPOSED CONSTITUTIONAL AMENDMENTS

In conformity with the requirements of our statutes, the Secretary of State caused to be published in at least one newspaper in each county for a period of twelve weeks, and in another paper for a period of three weeks, the two constitutional amendments proposed by the Thirteenth Legislature. The total cost of the advertising was \$1,611.31. Personal observation leads to the conclusion that no amount of advertising of this character is effective unless backed by the active co-operation of organizations interested in the adoption of the amendment. When several years ago four proposed amendments were published in all the principal papers of the state without regard to politics, only the one which had the active support of a working organization was adopted. The other three received a large majority of the votes cast on the subject, but because of a lack of interest, not a majority of the total number of votes cast at that election. The wisdom of any extension of the newspaper advertising is doubtful.

FEEES

In the following pages are given statements of the fees received from various sources in each month of the period, and of the receipts and disbursements in connection with the registration of motor vehicles:

STATEMENT OF FEES

	Corporation Fees	Certified Copies	Certificates and Seals	Corporation Laws	Rev. Stat., '99 and Wyoming Compiled Statutes, 1910	Session Laws	Notaries Public	Commissioners of Deeds	Writs of Extradition	Nomination Fees	Totals
1916-1917											
Oct. -----	\$ 2,210.00	\$ 38.00	\$ 9.00	\$ 12.75	\$ 3.00	\$ 12.15	\$ 75.00		\$ 10.00	\$ 120.00	\$ 2,489.90
Nov. -----	2,172.50	24.40	9.10	3.75		11.85	65.00				2,286.60
Dec. -----	3,757.50	45.95	6.00	11.50	3.00	23.05	90.00				3,937.00
Jan. -----	3,965.80	53.75	8.00	7.75		21.75	145.00				4,202.05
Feb. -----	3,649.30	36.15	2.00	13.25		11.50	120.00		5.00		3,837.20
Mar. -----	5,611.80	91.65	38.00	10.00	112.50	53.25	150.00		10.00		6,077.20
April -----	10,655.95	56.45	26.00	11.75	22.50	130.90	170.00				11,073.55
May -----	14,586.85	144.45	12.00	15.00	127.50	252.90	100.00				15,238.70
June -----	7,043.60	92.50	4.00	7.00	90.00	109.40	150.00	5.00	10.00		7,511.50
July -----	6,706.00	67.95	19.00	12.25	30.00	77.20	105.00		20.00		7,037.40
Aug. -----	8,443.50	65.10	10.00	14.00	52.50	46.35	75.00		20.00		8,726.45
Sept. -----	10,149.00	44.80	8.00	15.00	75.00	52.95	105.00		10.00		10,459.75
Totals -----	\$ 78,951.80	\$ 761.15	\$ 151.10	\$ 134.00	\$ 516.00	\$ 803.25	\$ 1,350.00	\$ 5.00	\$ 85.00	\$ 120.00	\$ 82,877.30
1917-1918											
Oct. -----	\$ 23,407.15	\$ 77.50	\$ 10.00	\$ 30.75	\$ 135.00	\$ 48.75	\$ 110.00		\$ 5.00		\$ 23,824.15
Nov. -----	11,866.15	58.80	11.00	19.00	127.50	45.40	80.00		5.00		12,212.85
Dec. -----	12,140.00	76.70	21.00	11.75	45.00	25.85	115.00				12,435.30
Jan. -----	4,198.00	162.80	15.00	12.75	30.00	16.75	130.00	5.00	5.00		4,575.30
Feb. -----	4,263.50	79.40	4.00	17.25	142.50	35.20	145.00		30.00		4,716.85
Mar. -----	8,890.00	123.65	8.00	13.50	60.00	27.90	205.00				9,328.05
April -----	6,257.20	64.20	10.00	9.50	75.00	32.25	165.00		10.00		6,623.15
May -----	4,330.00	77.20	17.00	9.50	30.00	18.65	120.00	5.00	10.00		4,617.35
June -----	2,315.30	52.35	7.00	6.50	7.50	5.65	110.00		5.00	120.00	2,629.30
July -----	2,899.05	64.25	15.00	8.00	82.50	13.35	100.00		5.00	1,475.00	4,662.15
Aug. -----	1,800.00	42.90	6.00	4.25	30.00	19.65	115.00		5.00	90.00	2,112.80
Sept. -----	816.50	47.80	5.00	3.00		3.65	110.00	5.00	5.00	170.00	1,165.95
Totals -----	\$ 83,182.85	\$ 927.55	\$ 129.00	\$ 145.75	\$ 765.00	\$ 293.05	\$ 1,505.00	\$ 15.00	\$ 85.00	\$ 1,855.00	\$ 88,903.20
Grand Totals -----	\$ 162,134.65	\$ 1,688.70	\$ 280.10	\$ 279.75	\$ 1,281.00	\$ 1,096.30	\$ 2,855.00	\$ 20.00	\$ 170.00	\$ 1,975.00	\$ 171,780.50

AUTOMOBILE LICENSE FUND

Cash Statement

RECEIPTS—

Balance on hand Oct. 1, 1916----	\$ 2,119.87
125 automobile licenses, 1916----	625.00
1 duplicate plate, 1916-----	1.00
12,524 automobile licenses, 1917	55,530.00
352 motorcycle licenses, 1917--	746.00
115 auto and 2 motorcycle deal- ers' licenses -----	1,197.00
70 duplicate plates and certifi- cates of registration, 1917---	70.00
13 directories, 1917-----	130.00
15,900 automobile licenses, 1918	75,589.00
288 motorcycle licenses, 1918---	657.50
159 auto and 2 motorcycle deal- ers' licenses -----	1,610.00
144 duplicate plates and certifi- cates of registration, 1918---	144.00

DISBURSEMENTS—

500 Prs. automobile and 8 dupli- cate number plates, 1916----	\$ 177.26
12,450 prs. automobile, 1,000 prs. dealers', 1,100 motorcycle, and duplicate number plates, 1917 -----	3,619.42
18,000 prs. automobile, 600 prs. dealers', 640 motorcycle, and duplicate number plates, 1918	4,325.00
Records, licenses and miscellane- ous supplies -----	2,461.38
Clerical work -----	5,396.25
Postage -----	3,512.65
Miscellaneous -----	226.67
Remitted to County Treasurers, 1916 -----	500.00
Remitted to County Treasurers, 1917 -----	46,034.40
Remitted to County Treasurers, 1918 -----	62,269.20
Remitted to State Treasurer, Feb. 25, 1918-----	2,717.59
Balance on hand Sept. 30, 1918	7,179.55

Total -----	\$138,419.37	\$138,419.37
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EXECUTIVE AND OTHER PAPERS

In addition to the corporation papers filed in this office, a statement in regard to which is given elsewhere in this report, the following are the numbers of various executive and other papers filed, recorded, or attested and recorded during the two years covered by this report:

Trade Marks	25
Proclamations	59
Oaths, Bonds, etc.....	259
Pardons	46
Commutations	38
Paroles	167
Restorations	228
Notarial Commissions	571
Miscellaneous Commissions	205
Commissioners of Deeds Commissions.....	5
Writs of Extradition.....	34
Requisitions	31
Commissions to State Agents.....	29
Wyoming National Guard Commissions.....	14

There are also election papers of a more or less permanent value, including nomination petitions, statements of campaign expenditures, and election returns from counties and precincts, which must be taken care of by this office.

VAULT

Attention must once more be called to the pressing need for additional vault or other fire proof storage space for the records of this office. The small vault in the main office is filled almost to its capacity, and the basement vault is at such a distance from the work rooms as to make it of little value except for storage of matter seldom called for. It is to be hoped that a satisfactory plan for additional vault space conveniently located can be speedily devised.

BOARD OF IMMIGRATION

This office continues to receive numerous requests for literature in regard to Wyoming resources, and it is hoped that adequate provision to take care of and follow up such requests, either through the office of the Commissioner of Immigration or some other office, will be made by our next legislature. In the readjustment of our whole social and

economic structure after the war, there may be a great demand for the lands and the raw materials to be found in abundance in our state, and Wyoming should be fully prepared to do her part in meeting this demand.

Very respectfully yours,

FRANK L. HOUX,
Secretary of State.
By F. H. WESCOTT,
Deputy.



BOOMERANG PRINTING COMPANY



LARAMIE, WYOMING

